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DD/S 69-1278

24 MAR 1969

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : Inspector General's Report on the Survey of the  
Office of Communications

REFERENCE : Memo dtd 23 Dec 68 to DD/S frm Ex. Dir. -Compt.  
same subject

1. This memorandum is for your information.

2. We have reviewed with the Office of Communications the several recommendations made by the Inspector General as a result of his survey in the fall of 1968. The comments that follow are keyed to the numbered recommendations in the report.

Recommendation No. 1

That the Director of Communications assign one or more professional personnel officers to the new Career Management Staff, filling one of the senior positions with such an officer.

Comment

Concur. We recognize the advantages which will accrue from this recommendation. At this time, with the reorganization of the Office, and the constantly increasing workload in operational areas, we simply do not have a position slot. We will endeavor to work out arrangements at the first available time that ceiling problems will permit. Meanwhile fullest use will be made of the professional personnel assigned to the administrative staff.

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Recommendation No. 2

That the Director of Communications conduct a study looking to the reduction of the number of cryptographers (CTCs) in the Office of Communications, with a proportional increase in radio operators (CTRs), and submit the findings to appropriate authorities for approval.

Comment

Concur. The added flexibility inherent in CT/R qualifications over those required for a CT/C has long been recognized. Over the past 15 years there has been a steadily increasing ratio of CT/R's to CT/C's. One result of the BALPA Exercise was to force a substantial reduction in the number of CT/C positions overseas; the number of CT/C positions has been cut in half, and it is planned to replace CT/C's with CT/R's in the remaining positions as the Office of Communications is able to meet the increased CT/R requirement. The Office of Communications is in the midst of a technological revolution, and communicators in the future communications environment will need increasingly complex training.

Recommendation No. 3

That the Director of Communications develop a program emphasizing a more positive approach to the problems of personnel relations.

Comment

Concur. As pointed out in the Report, several innovations have recently been added to the handling of personnel and their wives in the Office of Communications. The recent reorganization within the Office, which established a Career Management Training Staff, will give increased emphasis to counseling and career development programs, and expand existing channels of communications between the various levels of management and the employee.

Recommendation No. 4

That the Director of Communications review the administrative work of the Area Headquarters to determine how it may be reduced in order to free staff officers for a more active program of periodic and planned inspection and work in the field.

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Comment

Concur. A review of the administrative workload at each Area Headquarters has been completed and the subject has been discussed with each area chief. Prior to, and after the inspection by the IG's team, the process of transferring a number of functions, both administrative and operational, from the field to Washington has been underway as a result of the BALPA Program. In conversations with the area chiefs, the chiefs were unanimous in their views that they are not now unnecessarily burdened with administrative matters. In spite of this opinion, the Office of Communications is continuing to identify functions which may be as well or better performed at Headquarters.

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Recommendation No. 5

Comment

Concur. The recommendation of the Director of Communications seeking approval in principle to accomplish this action has been approved.

Recommendation No. 6

That the Director of Communications request the Office of Personnel to conduct a study of the positions of the Chief and Deputy Chief of [ ] to determine if they should be raised to grades GS-13 and GS-14.

Comment

The approval mentioned in the comment on Recommendation No. 5 will trigger a complete review of all positions affected by the move including the two mentioned.

Recommendation No. 7

That the Director of Communications:

- a. Formulate a policy requiring that at each overseas post staffed by only one OC representative there also be an additional person trained and qualified in basic communications techniques; and

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b. Coordinate this policy with the Deputy Director for Plans for approval by the Deputy Director of Central Intelligence.

Comment

The Office of Communications, in coordination with the Clandestine Services, has for many years pursued an active program for selecting and training non-OC alternate communicators at small posts. The basic goal has been to assure the availability of at least one trained alternate communicator at every post where feasible. In response to this recommendation, and in coordination with the Deputy Director for Plans, this policy has now been formally established. Inasmuch as the formal policy reiterates what has been in existence for some time, it is not believed necessary to seek approval by the Deputy Director of Central Intelligence.

Recommendation No. 8

That the Director of Communications initiate, with the Director of Logistics, a joint review of the duplication in cataloging research on stock numbers, with the purpose of eliminating the duplication that now exists in this work between the two offices.

Comment

Concur. As a result of several meetings between representatives of the Offices of Logistics and Communications, procedures to eliminate duplication have been informally adopted for a trial period of 90 days. Upon completion of the trial period, procedures will be adapted as necessary and formalized.

Recommendation No. 9

That the Deputy Director for Support, upon completion of the computer system being installed for the Office of Logistics, initiate a study of duplication of records maintained by the Offices of Communications and Logistics for purposes of stock inventory and parts identification, with the objective of eliminating such duplication; and that this study consider a centralization of all aspects of stock management of equipment and supplies in the Office of Logistics, but still subject to the technical cognizance of the Office of Communications.

Comment

Concur. Presumably the material portion of the Support Information Processing System is meant since a separate system is not being installed for the Office of Logistics.

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Recommendation No. 10

That the Director of Communications initiate a program for more regular periodic security inspections of overseas installations, both by area security officers and by technical teams from Washington, to ensure that equipment and procedures are in accordance with office standards and the requirements of local conditions.

Comment

Present standards of the Office of Communications prescribe a program of regular periodic security inspections of all overseas installations. These periodic inspections have not always been conducted as frequently as required, particularly in the last two years. To a considerable extent this has been due to frequent crisis situations overseas which have demanded the immediate attention of security officers and prevented them from maintaining their regular security inspection schedule. Unfortunately, since the overseas survey by the IG's team, the capability to conduct regular security inspections has been further reduced; of the dozen security officer positions overseas, four were reduced under the BALPA Program. Only three of the four positions were restored at Headquarters as part of the Overseas Support Group Program. It is agreed that additional inspections are desirable and efforts will be continued with the available staff. We shall also seek to increase the number of security officers as ceiling restrictions permit.

3. Reference also requested summary statements of actions being taken on the following subjects:

a. The possible subordination of OSA communications activities to the Office of Communications.

An OC study on this subject has been completed. It will be discussed fully with the DD/S&T and final recommendations will be made as agreed to with the DD/S&T. We will keep you advised.

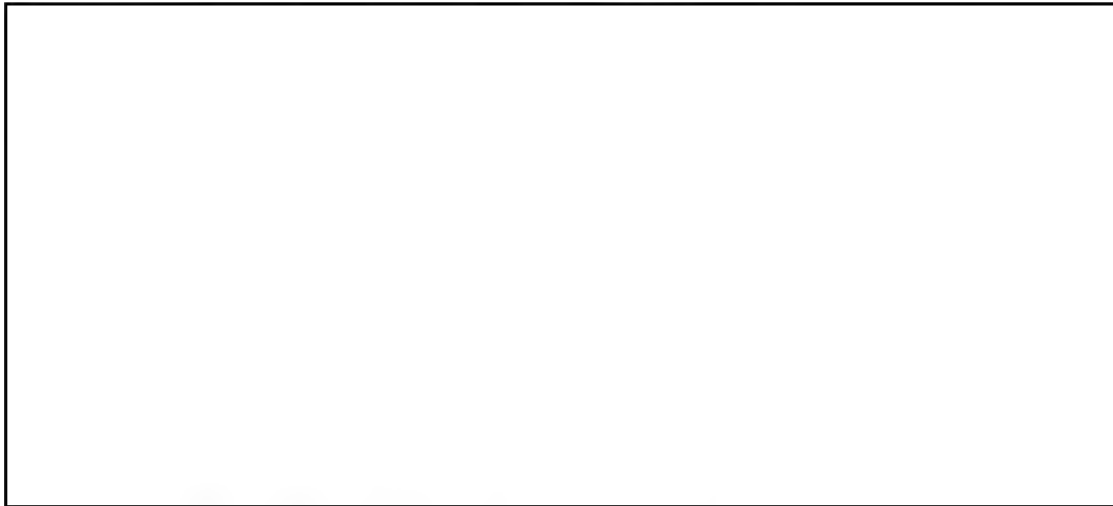
b. A program to raise the grade structure of working-level communicators.

On 24 September 1968 you approved the proposal to raise the grade structure of  positions in the Office of Communications. For fiscal reasons the promotions of personnel to the new grade levels will be phased over a three-year period beginning in FY 1969 with the vast majority being accomplished by the end of FY 1970. As of 6 March 1969,  promotions have been processed in accord with the original schedule.

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d. Realignment of the engineering and R&D activities of the Office.

The recently adopted reorganization plan of the Office of Communications, approved by you on 7 January 1969, placed the R&D and engineering functions in two separate divisions to assure that proper emphasis is placed on each of these important areas. A Special Assistant for R&D, whose principal responsibility is to coordinate all aspects of the R&D program, has also been established.

4. We would like to express our appreciation to the Inspector General's staff for the extremely competent manner in which the difficult task of examining a complex technical office was carried out. The Director of Communications was particularly impressed with the serious consideration given to the management problems concerning Communications personnel.

SIGNED R. L. Bannerman

R. L. Bannerman  
Deputy Director  
for Support

SOS/DDS:RBW:dlk (21 Mar 69)

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## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Inspector General's Survey of the Office of Communications

FROM:

Director of Communications  
2D00

EXTENSION

NO.

OC-M-69- 121

DATE

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S  
INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Deputy Director for Support

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DD/S

6 MAR 1969


MEMORANDUM FOR: Deputy Director for Support

SUBJECT : Inspector General's Survey of the Office of Communications

REFERENCES : A. Memorandum DD/S 68-5923, dated 4 December 1968,  
Same Subject  
B. Memorandum DD/S 69-0031, dated 7 January 1969,  
Same Subject

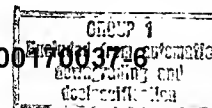
1. Forwarded herewith as Attachment A are my comments on each of the recommendations contained in the Inspector General's Report. Attachment B contains the status of actions on the four subjects requested in Reference B.

2. It is evident from the report that the Inspector General's staff carried out the difficult task of examining a complex technical office in a thoroughly competent manner. In particular, I was impressed with the serious consideration given to the management problems of Office of Communications personnel, as noted in Section III of the Report. In this Section only three specific recommendations were made and, as mentioned above, each are addressed separately in Attachment A. I intend, however, to institute on-going programs covering each of the many other areas where suggestions to strengthen our personnel relations were advanced. Although improvements can be made in any area, I am not in accord with the general statement in Paragraph 33a, which reflects a "too frequent neglect of sympathetic or constructive relations" with our employees. There is ample evidence to document the personal consideration given to our personnel at all grade levels from recruitment through training, initial assignment and reassignments to retirement.

 Director of Communications

Attachments A & B

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A

ATTACHMENT A

RECOMMENDATION NO. 1:

That the Director of Communications assign one or more professional personnel officers to the new Career Management Staff, filling one of the senior positions with such an officer.

I certainly don't disagree with this recommendation but OC's approval to reorganize was with the provision that it be done within the then existing personnel/grade levels. We simply could not afford the one or more senior personnel officers recommended.

The primary thrust of OC's newly formed Career Management & Training Staff is oriented towards the development, training and evaluation of Communications personnel who are for the most part technical specialists. It was for this reason, as well as the present tight personnel ceilings, that it was my decision to staff the new component with OC careerists whose experience in the broad range of communications responsibilities, including personnel administration, would directly relate and equate to the problems of the individuals concerned. The Staff, however, does have access to and uses the professional personnel officers currently assigned to the Administrative Staff of the Office.

RECOMMENDATION NO. 2:

That the Director of Communications conduct a study looking to the reduction of the number of cryptographers (CT/Cs) in the Office of Communications, with a proportional increase in radio operators (CT/Rs), and submit the findings to appropriate authorities for approval.

I agree with this recommendation but would broaden it. The added flexibility inherent in CT/R qualifications over those required for a CT/C has long been recognized. Further, the increased demand requirement for CT/Rs over the past fifteen years has resulted in a steadily increasing ratio of CT/Rs to CT/Cs in our career service. At the same time we have been faced with a decreasing number of potential CT/R recruits possessing military radio operator training and experience. The once prevalent manual radio operator is a dying specialty in the military. In recent years the majority of our CT/R trainees have come to us with military training and some experience as intercept operators. This poses the interesting possibility of improved cross assignments on a career basis for such people between general CT/R and COMINT [ ] positions in our service. Also, we have for years attempted to "train up" CT/Cs to become CT/Rs without real success.

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One result of BALPA was to force a substantial reduction in the number of CT/C positions overseas. In order to retain maximum flexibility and response capability with our reduced staffing abroad it follows that we would (and have) emphasized CT/Rs over the more limited CT/Cs. Indeed, we have cut in half the CT/C positions overseas and will replace CT/Cs with CT/Rs in these positions as we are able to meet the now increased CT/R requirement. Communications is in the midst of the technological revolution. Our job requirements and the qualifications to satisfy them have been undergoing continuing change. Satellites will impact us in a major way within three years. We face a continuing and escalating demand for training our people - especially along technical lines to meet this challenge. We are already understaffed in our training school. Reduced T/Os overall leave even less time available for training. I see the need for greater specialization. The generalist, "Jack-of-all-trades" communicator in tomorrow's Communications environment will have to be a superman indeed.

Meantime, OC has a sizeable number of CT/Cs with many years of service. There are now and will continue to be for a few years a need for them. Automation of manual functions and the collateral requirement for programmers and technical specialists in the ADP/real time, automated crypto environment spells the end of yesteryear's code clerk and manual morse radio operator requirements. It is a complicated and diverse problem with many factors, some variable, in the equation of the future. It is this total personnel requirement, qualifications, training and career pattern area which OC proposes to place under continuing study.

RECOMMENDATION NO. 3:

That the Director of Communications develop a program emphasizing a more positive approach to the problems of personnel relations.

Many of the elements which led to this recommendation have been of concern to the Office and action has already been taken to strengthen our personnel relations program. As pointed out in the Report, regular briefings are now scheduled for all overseas returnees. These briefings reorient the employees on current communications organization, activities and programs, and provide a forum for the exchange of information of interest to the returnee. Furthermore, we have learned from experience that it is the family as a unit and not just the individual which is the basis of sound personnel management. As a consequence we started some years ago a program called the Student Wives Overseas Orientation Program. This program provides for the wives of students in each graduating class to spend a few days  at

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Agency expense, at which time they are briefed completely on all aspects of traveling to and living at their first overseas post.

We expect that the most recent reorganization with OC, which established a Career Management and Training Staff, will do much to strengthen even more a positive approach to our most important resource - our people. The activities of this Staff will give increased emphasis to our counseling and career development programs, and expand and strengthen our existing channels of communication between the various levels of management and the employee.

RECOMMENDATION NO. 4:

That the Director of Communications review the administrative work of the Area Headquarters to determine how it may be reduced in order to free staff officers for a more active program of periodic and planned inspection and work in the field.

In accordance with the above recommendation, I have completed a review of the administrative workload at each of our Area Headquarters. In the course of this review I discussed the subject with each of my Area Chiefs. The Area Chiefs were unanimous in their view that they do not believe they are unnecessarily burdened with administrative matters. It should be noted, however, that for the past several months and after the inspection of our Area Headquarters by the Inspector General's team, we have been in the process of transferring a number of functions, both administrative and operational, from our field Area Headquarters to Washington as a result of the BALPA program. For example, direct pouching between Headquarters and field stations for certain categories of material was substituted for pouching to the field stations via the Area Headquarters. Likewise, the administration of our worldwide assessment program to evaluate periodically the technical proficiency of our operators overseas was transferred to Headquarters from the Area Headquarters. These reductions as well as others in the administrative portion of our Area workload might account for some of the differences in the findings of the Inspector General's Staff and our more recently completed review. It should also be mentioned that in conducting our recent review we naturally focussed in very sharply on the administrative details in which our Area Headquarters were involved. We discovered that in addition to the administrative work transferred to Washington under the BALPA program, there were a number of additional administrative functions which likewise could be performed at Headquarters. Transfer of these functions is under way and will allow the Area Headquarters to devote more time to all other aspects of their primary field responsibilities.

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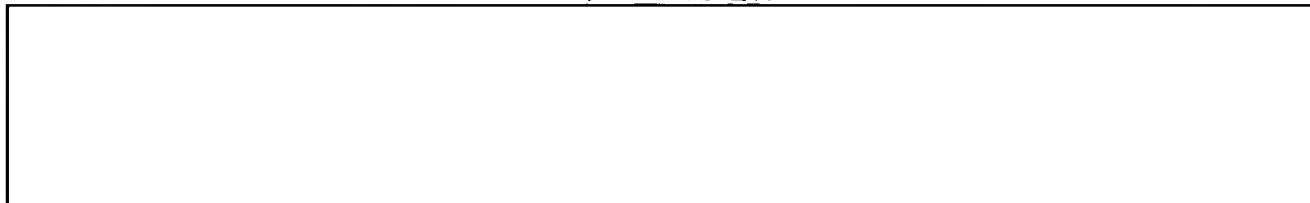
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RECOMMENDATION NO. 6:

That the Director of Communications request the Office of Personnel to conduct a study of the positions of the Chief and Deputy Chief of [ ] to determine if they should be raised to Grades GS-15 and GS-14.

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RECOMMENDATION NO. 7:

That the Director of Communications:

a. Formulate a policy requiring that at each overseas post staffed by only one OC representative there also be an additional person trained and qualified in basic communications techniques; and

b. Coordinate this policy with the Deputy Director for Plans for approval by the Deputy Director for Central Intelligence.

The Office of Communications in coordination with the Clandestine Service has for many years pursued an active program for selecting and training non-OC alternate Communicators at small posts. The basic goal of both the CS and OC has been to assure the availability of at least

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one trained alternate or reserve Communicator at every post where feasible. This policy, however, had never been expressed in writing. In response to this recommendation and in coordination with the Deputy Director for Plans this policy has now been formally established. Inasmuch as this policy reiterates what has been in existence for some time, it is not believed necessary to subject it to approval by the Deputy Director for Central Intelligence.

RECOMMENDATION NO. 8:

That the Director of Communications initiate, with the Director of Logistics, a joint review of the duplication in cataloguing research on stock numbers, with the purpose of eliminating the duplication that now exists in work between the two offices.

As a result of several meetings with the Office of Logistics, corrective procedures to eliminate the duplication mentioned in this recommendation have been informally adopted for a trial period of 60 to 90 days. Upon completion of the trial period these procedures will be adjusted if necessary and formalized.

RECOMMENDATION NO. 9:

That the Deputy Director for Support, upon completion of the computer system being installed for the Office of Logistics, initiate a study of duplication of records maintained by the Offices of Communications and Logistics for purposes of stock inventory and parts identification, with the objective of eliminating such duplication; and that this study consider a centralization of all aspects of stock management of equipment and supplies in the Office of Logistics, but still subject to the technical cognizance of the Office of Communications.

I concur with this recommendation. Indeed, such would have been accomplished after the new system had been "shaken down" in any case.

RECOMMENDATION NO. 10:

That the Director of Communications initiate a program for more regular periodic security inspections of overseas installations, both by area security officers and by technical teams from Washington, to ensure that equipment and procedures are in accordance with office standards and the requirements of local conditions.

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The present standards of the Office of Communications prescribe a program of regular periodic security inspections of all overseas installations. The frequency of required inspections varies in accordance with the type of installation, with the vast majority of installations requiring inspection at least every 6 or 12 months and a few stations which need to be inspected at least every 24 months. A recent study has revealed that, particularly in the past two years, these periodic inspections have not always been conducted as frequently as required. To a considerable extent this has been due to a minimum staffing and to frequent crises overseas which have demanded the immediate attention of our security officers and, in many instances, prevented them from maintaining their regular security inspection schedule. Unfortunately, since the overseas survey by the Inspector General's team, our capability to conduct regular security inspections has been reduced further. Of our dozen security officer positions overseas, four were reduced under the BALPA program. Only three of the four positions were restored at Headquarters as part of our Overseas Support Group Program.

I agree that additional inspections are desirable and when personnel ceiling restrictions have been lifted I shall request additional security officers. In the meantime we shall do what we can with our limited security capability in the field, augmented by the three inspectors working out of Headquarters.

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ATTACHMENT B

B

Contained below are summary statements of action being taken on the four subjects mentioned in Reference B:

- a. The possible subordination of OSA communications activities to Office of Communications (Paragraph 12, Pages 11 and 12)

An Office of Communications study has been completed which considers the subordination of major elements of OSA Communications to the Office of Communications. This study will be discussed fully with DD/S&T and final recommendations will be made for changes as agreed between DD/S&T and the Office of Communications. If it should be decided to transfer any OSA communications activity, it will be necessary that resources commensurate with the workload involved be made available to the Office of Communications at the time of the transfer.

- b. A program to raise the grade structure of working-level communicators (Paragraph 22, Pages 18 and 19)

On 24 September 1968 the Executive Director-Comptroller approved the proposal to raise the grade structure of ☐ positions in the Office of Communications. The approved proposal included the stipulation that for fiscal reasons the promotion of personnel to the new grade levels would be phased over a three year period beginning in FY 69 with the vast majority being accomplished by the end of FY 70. As of this date ☐ promotions have been processed which is in accordance with our original schedule.

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- d. Realignment of the Engineering and R&D activities of the Office (Paragraph 61, Page 44)

A major element in the recently adopted reorganization plan of the Office of Communications was the placement of the R&D and Engineering functions into two separate Divisions, to assure that proper emphasis was

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placed on each of these important areas. Further, the reorganization plan established a Special Assistant for R&D whose principal responsibility is to coordinate all aspects of the R&D program both within the Office and with other Agency components. The reorganization plan was approved by the Executive Director-Comptroller on 7 January 1969 and it was placed into operation on 13 January 1969.

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